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MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Inspector General's Survey of the Junior Officer Training Program

1. At the specific request of the Deputy Director for Support and the Director of Training, this Staff has just conducted a survey of the Junior Officer Training Program. The results of this survey are incorporated in the attached report submitted for your consideration and approval.

2. Although the survey of this Program noted several specific deficiencies which should be corrected, the Director of Training has done an excellent job in the establishment of the Program and the development of its basic concepts. The Program has clearly demonstrated the effectiveness of this type of approach to the procurement and career development of professional personnel to fulfill the Agency's needs. The JOT trainees inducted under this Program have proven to be outstanding employees and it is the consensus of a majority of Agency executives that the Program should be expanded to provide additional personnel of this calibre. A planned program of gradual expansion is included in this survey report.

3. Attached for your signature is a memorandum to the Deputy Director (Support) requesting that he provide you with his comments on the implementing recommendations in this report no later than 15 March 1956.

*/s/ Lyman Kirkpatrick*

Lyman B. Kirkpatrick  
Inspector General

Distribution:

Original - DCI  
1 - DDCI  
1 - DD/S  
1 - Dir. of Training

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JUNIOR OFFICER TRAINING PROGRAM

I. PURPOSE, SCOPE AND SUMMARY

A. This report summarizes the results of a survey of the Junior Officer Training Program (hereinafter referred to as the JOT Program) requested by the Deputy Director (Support) and the Director of Training. This survey has encompassed all major aspects of the JOT Program including the authority for its establishment, the policies, concepts, and procedures governing its conduct, an appraisal of its effectiveness and the desirability of expansion to accommodate a greater share of the Agency's professional personnel needs. During the survey interviews were held with a representative cross section of JOT trainees and graduates and several Agency executives were queried to obtain their evaluation of the effectiveness of the Program and its participants.

B. The JOT Program was created in November 1950, coincident with the establishment of the Office of Training as a separate entity. Its establishment was predicated on a recognition of the Agency's need for a planned systematic method to effect the recruitment, training and placement of professional personnel in the interest of the development of a career cadre of Intelligence Officers of the highest calibre. As originally visualized, these individuals were to constitute an "Elite Corps" and although this concept of the Program has been tempered and modified during the four and one-half years of its existence there is still a tendency to regard JOT trainees and graduates as an outstanding group of individuals in comparison to other professional personnel in the Agency. The growth of the Program

since its inception is impressive and the Director of Training should be commended for his efforts in the development of the sound basic concepts which govern the Program today. It has provided the Agency with 102 professional Intelligence Officers of the highest calibre and the performance of these individuals during their training and subsequent permanent assignment is almost unanimously categorized as outstanding. The rate of attrition of JOT candidates has been lower than the Agency's average rate of attrition for professional personnel (4.7 per cent annually for JOT's as opposed to 8.4 per cent annually for the Agency). This attrition rate is considered too high, however, in view of the calibre of JOT's and the time and effort spent in their processing.

C. The success of the JOT Program has clearly demonstrated that planned recruitment, training and placement on the basis of careful pre-employment selection and screening is entirely feasible and dictates the desirability of a revision and expansion of the JOT Program into a much broader program for the long range procurement and career development of Agency professional personnel. Accordingly, this report contains an outline for the gradual transition and expansion of the JOT Program into an "Agency Career Management Program" based on a forecast of the Agency's estimated professional personnel needs and governed by qualifications criteria to be established by each of the Agency's three major components. This plan is divided into two phases. Phase I involves the redesignation of the Program as the "Agency's Career Management Program, the establishment of Agency regulatory issuances

outlining the objectives and concepts of the Program as well as intra-Agency responsibilities for its conduct, and includes the establishment of a T/O ceiling of 200 positions under the administration and direction of the Director of Training. Phase II will be implemented when the success of the expanded concept inherent in Phase I has been appraised by the Inspector General and involves the consolidation of the personnel and training function into one Office of Personnel and Training. Initially under Phase II, the rate of recruitment should be equivalent to 50 per cent of the Agency's average annual attrition for professional personnel but subject to increase as experience dictates. (See Section III.D., Page 30).

D. Coincident with the expansion and revision of the current JOF Program as outlined in this report, action should be taken by the Deputy Director (Support), Director of Training and the Director of Personnel to correct certain deficiencies including:

1. A lack of an official Agency statement of policy and objectives.
2. Insufficient use of "consultant spotters" in educational institutions in the selection of likely candidates.
3. Lack of uniform standards to govern initial recruiting interviews.
4. Agency sponsorship of military service with resultant possibilities of embarrassment and fact that the attrition in the military group is unusually high.
5. Lack of emphasis on the recruitment of non-Caucasian candidates.
6. Inadequacies of present JOF Division in terms of size and knowledge of Agency operations.

7. Need for forecast of tentative Agency professional personnel needs to govern recruitment practices; and

8. The fact that as presently constituted the career development aspects of the present JOT Program ends when the trainee is finally assigned.

## II. RECOMMENDATIONS

### A. General

It is recommended that the Director of Training be commended in recognition of the significant accomplishments inherent in the growth and success of the JOT Program from its inception to its present status as the first effective career development mechanism in the Agency.

### B. Deficiencies

1. Certain deficiencies were noted in the present JOT Program during the survey and should be corrected coincident with the expansion recommended in this report. It is recommended that:

a. The DD/S instruct the Director of Training to prepare an Agency regulation defining the purposes and objectives of the new expanded "Career Management" Program (formerly the JOT Program), establish its scope, and define Agency responsibilities for its conduct as outlined in Section III.C., Page 14, of this survey report.

b. Subject to approval of the recommendations in this report, <sup>(See Section C/P)</sup> the Director of Training prepare a written brief for these consultants which will define their functions in detail. These instructions should be supplemented by specific briefing at the next Washington meeting of the consultants. (See Page 15)

c. The Director of Training and the Director of Personnel jointly establish uniform written standards to govern the recruitment approach to prospective employees. (See Page 16)

d. The DCI direct that Agency sponsorship of the military service of draft eligible JOT candidates be terminated; if such termination is not approved, then Agency recruiters should be given precise and decisive instructions that such sponsorship is not to be considered as a reward for accepting Agency employment. (See Page 17)

e. The Director of Training place increased emphasis on the selection and recruitment of non-Caucasian trainees for inclusion in the Program; such action to be predicated on clearly established prior requirements. (See Page 17)

f. The DCI direct the establishment of quotas to govern the recruitment of career trainees for each of the three major components of the Agency, i.e., ID/P, ID/S and ID/I; such quotas to be directly proportionate to the professional attrition rate of each component. (See Page 19)

g. The Director of Training, on the basis of factors gained during the conduct of the Program thus far, establish a maximum period of training with the option of extension to accommodate training in unusual foreign languages or specialized area orientation. (See Page 21)

C. Expansion

1. The transition and expansion of the present JOT Program as outlined in this report is to be accomplished in two separate phases. Implementing recommendations are as follows:

a. Phase I: It is recommended that:

(1) The Director of Training and the Director of Personnel jointly develop written tentative forecasts of the professional personnel needs of each of the three major Agency components and that this forecast be used insofar as possible to govern the future recruitment of JOT candidates for an expanded career development program. (See Page 26)

(2) The Director or Deputy Director authorize an increase to 200 positions of the 100 position T/O now authorized the JOT Program to accommodate the increased number of trainees, and that the current arrangement for the temporary double slotting of career graduates be continued. (See Page 26) *Concern in Army regarding necessary work increase resulting from meeting not at all of it*

(3) The present T/O of the JOT Division in OTR be increased by five positions, three individuals of professional grade to be selected one each from the offices of the DD/S, DD/P and DD/I on the basis of their experience and knowledge of these components and the remaining two to provide necessary clerical support. (See Page 27) *with 15 and staff approved*

(4) The present T/O of the Assessment and Evaluation Branch of OTR be increased by two professional and one clerical positions to absorb the added work load. (See Page 27) *with 15 and staff approved*

(5) The Junior Career Development Program be terminated and its career development mission absorbed by the expanded JOT program. (See Page 28) *DDIS concurs*

(6) The present JOT Program be renamed the Agency "Career Management Program" and the new name be adopted by the present JOT Division in OTR. (See Page 28) *no.*

b. Phase II: It is recommended that:

(1) Subject to a reappraisal of the effectiveness of Phase I by the Inspector General, further expansion of the Career Management Program be considered as follows:

(a) Consolidation of the Office of Training and the Office of Personnel into one central Office of Personnel and Training to be headed by one director with deputies for its two principal functions.

(b) The creation of a Career Management Division in the new office to assume responsibility for all aspects of the Agency's career management function including recruitment, psychological assessment and evaluation, consultation and guidance, placement and subsequent career development. (See Page 30) *Paraphrase not intended for use without review*

III. DISCUSSION

A. History of Program

1. The origin of the Junior Officer Training Program coincided with the establishment of the Office of Training as a separate Agency component by General Walter Bedell Smith, former DCI. The basic elements of the Program were inherent in the first statement of functions of the new Director of Training which was approved by the Deputy Director for Administration in November 1950. The criteria for the recruitment, training and placement of professional personnel on a career basis as enunciated in that basic statement have served, with minor modifications, as the framework for the creation and development of the JOT Program as it exists today. Inherent in the original concepts of the Program and in accordance with the wishes of the former DCI, was the establishment of an "Elite Corps" of highly qualified and highly trained professional Intelligence Officers destined to fill

top level executive positions in the Agency. Subsequently the "pitfalls" involved in the creation of an "Elite Corps" were recognized and this categorization has been de-emphasized in recent years, although this concept still exists in the minds of the current JOT trainees.

2. The progress made by the Director of Training in the development of the JOT Program during the past four and one-half years is highly creditable. The translation of a simple concept of recruitment, training and career development as expressed in a "statement of functions" into a program which has provided the Agency with 182 professional employees of the highest calibre is a formidable accomplishment. During the period from the inception of the Program to 1 September 1955, 231 JOT Program trainees were employed by the Agency. Of this total, 49 resigned for various reasons. This is an average annual attrition rate of 4.7 per cent as compared to an Agency average annual professional attrition rate for the same period of 8.4 per cent. The JOT Program attrition rate is thus less than the Agency's, but is still considered too high in view of the time and effort expended in their processing and the standards of quality governing their selection.

3. As of 31 August 1955, the distribution of JOT Program trainees and graduates among the three principal components of the Agency was as follows: Clandestine Services organization - 85; DD/I - 43; and DD/S - 11. (A total of 43 were unassigned.) During the survey a review was made of the evaluations of JOT trainees by supervisors in these three components. These evaluations were uniformly high and were substantiated in general terms by interviews held with several component heads during

the survey. The Program and the performance of JOF Program trainees and graduates are held in the highest esteem. Many responsible Agency executives are of the opinion that the Program should be expanded and emphasized as the principal recruiting mechanism of the Agency for the procurement of professional personnel. A general impression of competence, poise and assurance was obtained from the personal interviews conducted during the survey. Many JOF Program trainees have taken over responsible positions in the Clandestine Services area divisions during their training assignments. Their performance in training courses has been consistently above that of experienced Agency employees.

B. Recruitment, Training, and Placement

1. Recruitment

a. The recruitment program of the JOF Program has been designed to locate and acquire young men and women of exceptional talents who have the potential for a successful career in the intelligence field. Candidates are not recruited against specific position requirements but against very high standards of academic achievement. The basic ingredients of an acceptable candidate are youth, high intellectual capacity, excellent character and psychological suitability. To this has been added the factor of physical fitness in keeping with the philosophy that overseas duty is an essential element of the career development of a well rounded Intelligence Officer.

b. A few candidates have been selected from Agency employees already on duty but the main recruitment effort has been directed toward the graduate and undergraduate schools of the country's best colleges and universities. A "spotter" system has been established which attempts

to utilize the services of selected staff members of academic institutions to observe and recommend outstanding students for consideration. The spotters are usually deans or department heads and about forty of them are employed on a consultant basis, receiving compensation only when their services are required in Washington. The spotter system has had little success and the professional recruiters of the Office of Personnel have accounted for most of the accepted candidates.

c. Recruiting for the JUF Program is made difficult by the very high standards which have been established. In an effort to "skim the cream" of outstanding students, the recruiter is in direct competition with other Government agencies and with private enterprise. Competition is severe and the recruiter must overcome the handicaps of the greater financial rewards of industry and the many undesirable aspects of public service. However, there is a compensating factor. Recruiting against standards provides a broader base for selection than is permitted by the narrow restrictions of a specific position requirement. The recruiter is not under the tremendous pressure of finding the right man having all the specialized qualifications required for a specific position.

d. Supplementing the selection process, a preliminary screening of candidates is performed in the Field. After the initial interviews have been completed the selected candidates are given a battery of tests designed by the JUF Division as an aid to the final determination of the candidate's suitability for acceptance in the Program. The tests

are evaluated in Headquarters where the screening process is completed. The Field screening method is considered to be satisfactory and has served to limit the number of candidates brought to Washington for assessment at a considerable saving of time and expense.

e. Since a large majority of the students are eligible for military service, the JUI Program has made provisions whereby accepted candidates can serve in a military component under favorable conditions for a minimum period of time after which they fulfill their service obligation under a military detail assignment with the Agency. The shortened period of "troop duty" and the advantage of being assured an opportunity to acquire a commission has become an attractive inducement to some candidates who consider it an easier way to perform their required military service. It is susceptible to abuse as already demonstrated by trainees who have accepted its terms without any real intention of making a career with CIA. (See Section III.C., Page 16.)

f. There has been a tendency to place more emphasis on recruiting in Eastern universities than those in other parts of the country. This may be attributed in part to the convenience of these universities to Washington, the concentration of a larger number of major universities in a relatively small area, and a higher ratio of success in recruitment. Whatever the reason, a continuation of this trend is apt to result in an undesirable imbalance among the Agency's future top officials which could impair its effectiveness. The prosecution of this Agency's activities deserves the broadest application of all of the various educational philosophies and regional mores represented by academic institutions in

all parts of the country. A greater effort should be made to recruit candidates from universities in the west and mid-western areas of the country.

5. In addition to the high academic standards required for candidates selected for this Program, it has been the policy to require that they also be qualified for special intelligence clearance and "unlimited overseas duty." This policy, while sound from the viewpoint of the concepts of the Program as presently constituted, is too restrictive in that it eliminates from consideration otherwise acceptable candidates who because of close foreign affiliations or minor physical defects are precluded from participation.

## 2. Training

a. An essential element of the JOT Program is the principle of training before assignment to duty with an operating component. After the candidate has entered on duty he is given a series of training courses designed to give him a thorough indoctrination in Agency activities and skills. This period of formalized training varies with the individual but usually lasts for approximately 15 weeks. In some instances trainees have been selected for intensive area and language training in which case the training period may last as long as two years.

b. While attending the training courses, the trainee is under constant observation. His work is evaluated by the instructors and reports of his progress are submitted to the JOT Division. These reports together with the results of the psychological assessment and a series of conferences and consultations with the directors of the JOT Program form the basis for the trainee's next step; his assignment to a functional unit of the Agency for on-the-job training.

### 3. Placement

a. In making the initial assignment the directors of the JOT Program take into consideration the aptitudes and desires of the trainee and make every effort to place him in the most suitable position. Arrangements are made with the appropriate supervisor to take the trainee into his organization for a period of from three to twelve months to give him an opportunity to learn its functions by participating in them. This method of assignment on a trial basis benefits both supervisor and trainee. During this period of employment the trainee prepares progress reports at regular intervals for the JOT Division. The supervisor also submits reports to the JOT Division describing the trainee's activities and evaluating his performance. Both of these reports are prepared in narrative form which keeps them from becoming stereotyped and hence more valuable.

b. While in the job assignment, the trainee remains on the T/O of the OIR. This provides the JOT Program with the ability to make assignments and reassignments without the need for submitting to the time consuming delays of normal administrative processes. It also permits the assignment of trainees to any component without regard for the limitations of personnel ceilings. This method provides the JOT Program with unusual flexibility and mobility in making assignments. It is, of course, subject to abuse by shortsighted supervisors who view it as a means of acquiring a high calibre employee at no cost to them. It also tends to become a form of paternalism in that the trainee is

not exposed to the competition of his fellow workers and can always retreat to the shelter of the JOT Program and request reassignment if the situation is not to his liking.

C. Deficiencies

1. During the survey, several specific deficiencies in the JOT Program were noted which should be considered and corrected in conjunction with the Program expansion as outlined in Section III.D., Page 21, below. They are as follows:

a. Despite the size, extent, and general success of the JOT Program and the fact that its concepts and operation are well established and known by top executives of the Agency, no official Agency statement of policy, purpose or objectives has ever been published. As a result, the Program is not well known or understood by the majority of Agency unit heads and supervisory personnel. Placement of JOT trainees has, therefore, been unnecessarily difficult and the effectiveness of the Program has been limited for this reason.

It is recommended that:

The ID/S instruct the Director of Training to prepare an Agency regulation defining the purposes and objectives of the now expanded "Career Management" Program (formerly the JOT Program), establish its scope, and define Agency responsibilities for its conduct as outlined in Section III.D., Page 21, of this survey report.

b. The Director of Training, in coordination with the Director of Personnel has developed a group of "consultant spotters" in various educational institutions throughout the country for use in the selection of likely candidates for consideration in connection with the JOT Program (Section III.B., Page 9). The concept underlying the use of

such consultants is sound, but this survey revealed that they have been relatively ineffective. The majority of JOF candidates have been selected as a result of the activities of professional Agency field recruiters maintained by the Office of Personnel. Although the consultants are assembled annually in Washington for briefing and consultation, it is apparent that they have not been properly oriented as to their functions. They apparently consider themselves as "recruiters" and not "spotters." As a result they have not provided as many potential candidates as they should. This may result from the strong emphasis on quality of candidates that has been inherent in the Program since its inception and may well be corrected as the Program is expanded and qualifications broadened to fulfill a greater proportion of the Agency's professional personnel needs. However, corrective orientation in this respect should be undertaken now as a preliminary to expansion of the Program.

It is recommended that:

Subject to approval of the recommendations in this report, the Director of Training prepare a written brief for these consultants which will define their functions in detail. These instructions should be supplemented by specific briefing at the next Washington meeting of the consultants.

c. Based on interviews with JOF trainees and "graduates" held during the survey, there is apparently a lack of uniformity in the information given them during their initial interviews with Agency field recruiters. Many of them complained that they were not even told as much as is contained in the Public Law establishing and defining the Agency's mission. Others complained that the Program as

presented to them was "oversold" in that it did not present a realistic picture of Government employment in general and the personal sacrifices incident to employment in a "super sensitive" intelligence agency such as the CIA. The consensus of these and similar comments led to the conclusion that there is a definite need for the preparation of uniform standards to govern the Agency's field recruiters in their approach to prospective employees.

It is recommended that:

The Director of Training and the Director of Personnel jointly establish uniform written standards to govern the recruitment approach to prospective employees.

d. During its existence the JOF Program has recruited and inducted a total of 95 military trainees. Of this total 26 (including those who did not receive OCS commission) have either failed to fulfill their obligation to the Agency to accept civilian status or have dropped out of the Program for other reasons. There are two factors which mitigate against continuance of Agency sponsorship of military service for JOF trainees. One is the possibility of serious embarrassment involved in the possible charge that the Agency is assisting young men to avoid the military service draft. It is apparent as a result of interviews with JOF trainees, that some recruiters employed the Agency's military sponsorship program as "bait" to induce them to accept employment. The other involves recognition of the fact that young college graduates in the age group of the JOF trainees undergo substantial metamorphosis during military service which may, and apparently does, (based on the attrition rate) change their original motivation toward

Government employment. This aspect of the Program is considered hazardous and unproductive and should be abolished.

It is recommended that:

The DCI direct that Agency sponsorship of the military service of draft eligible JOT (candidates) be terminated; if such termination is not approved, then Agency recruiters should be given precise and decisive instructions that such sponsorship is not to be considered as a reward for accepting Agency employment.

e. It is believed that increased emphasis should be given to the recruitment of individuals of non-Caucasian origin for participation in the Program. The present expansion of intelligence interest in areas of Africa and Southwest Asia would appear to indicate a future need for such personnel. Selection and recruitment in this respect should be carefully planned and based on a clearly defined need with prior consideration of all factors involved.

It is recommended that:

The Director of Training place increased emphasis on the selection and recruitment of non-Caucasian trainees for inclusion in the Program; such action to be predicated on clearly established prior requirements.

f. The present JOT Division in the Office of Training has done an effective job of placement considering its relatively small size and the fact that the members of the Division do not have as extensive a knowledge of the Agency, its organization and operations as they might have to be of maximum effectiveness. One of the most important aspects of the Program has been the career counseling, guidance, and placement of trainees on an individual basis. The present Division has been unable to provide the optimum degree of attention to each trainee and has

experienced difficulty in covering all of the many possible placement opportunities for training in Agency components. It has been unable to develop firm placement/training opportunities and has had to defer improvement and modifications of the Program which are needed. The foregoing is not intended to derogate in any way, the "yechaulike" effort on the present Division, but is intended rather to support a need for reinforcement which is recognized by the Director of Training and the members of the JOT Division. ✓

g. The JOT Program as presently constituted is not based on the specific personnel needs of the Agency. It is instead a general recruitment program designed to obtain outstanding personnel for training and ultimate placement in fulfillment of needs which are not clearly established at the time the individual is recruited. This is not to <sup>imply</sup> [infer] that the conduct of the Program has been derelict in that it has not been designed to fill specific position vacancies since such a policy would detract from the Program's essential concept, namely the assignment of personnel based on their background, temperament and aptitude. However, it is believed that the present system of placement is too "hit or miss" and depends on the temporary needs of components as opposed to a scheduled program based on prior study of the professional personnel requirements of each major Agency component resulting from normal attrition. Therefore, this situation should be corrected by careful forecasting by the Office of Personnel and the Office of Training of the projected professional personnel needs of each major Agency component. Such forecasts would then be available to provide a general

framework to govern the recruitment of candidates for this Program. Under the terms of the expansion recommended in Section III.D., Page 21, it is contemplated that recruitment of candidates will be broadened to include the specific professional personnel requirements of all Agency components. An essential element of such a forecast would be the establishment of a specific quota for each of three major Agency components supported by detailed qualifications criteria. These quota should be established by the DD/S (Directors of Personnel and Training) and should be directly proportionate to the professional attrition rates of each component.

It is recommended that:

The DCI direct the establishment of quotas to govern the recruitment of career trainees for each of the three major components of the Agency, i.e., DD/P, DD/S and DD/I; such quotas to be directly proportionate to the professional attrition rate of each component.

h. Interviews with a representative cross section of JOT trainees during the survey revealed that one of the Program's principal deficiencies is that unit supervisors are too often unprepared for the assignment of a trainee in that they have not planned a specific training schedule and are often unable to define those specific aspects of their work essential to a well rounded knowledge of their activities. It is believed that this deficiency will be corrected by the establishment and issuance of Agency policy relative to a career development program of this nature and the resultant education of unit supervisors throughout all Agency components.

i. One of the most unfortunate aspects of the present JOT Program is represented by the fact that the sound basis of motivation, morale and career interest ends when the trainee leaves the Program for his ultimate assignment. He has been carefully guided and counseled and imbued with the philosophy of career development. At the present time, due largely to the ineffectiveness of the Agency's Career Service Program, there is no follow-up or planning for further development on a long range basis.

j. The Agency as a whole (individual components and unit supervisors) has been guilty of some abuse of the JOT Program. Many units have been guilty of requesting the assignment of JOT trainees to fulfill temporary priority needs. The use of a JOT trainee in this respect has been particularly attractive since these assignments do not encumber T/O position vacancies of the unit involved. This abuse has been particularly noticeable since the latest T/O ceiling restriction. The JOT Division should devote more attention to monitoring this situation and recognize such abuses when they occur.

k. Under the present JOT Program there is no clearly defined maximum period of training although it is generally accepted as being of about two years duration in the absence of specialized training such as in unusual foreign languages. The lack of the establishment of a maximum training period has two undesirable effects on the trainee. One is the strong possibility that some trainees may elect to retain the mobility and inherent freedom in the Program beyond a point commensurate with the spirit and philosophy of career development and thus

become "professional trainees." The other involves the danger of undue paternalism on the part of some trainees represented by an attitude of "you do it for me" as opposed to the exercise of a desired degree of individual initiative.

It is recommended that:

The Director of Training, on the basis of factors gained during the conduct of the Program thus far, establish a maximum period of training with the option of extension to accommodate training in unusual foreign languages or specialized area orientation.

D. Expansion

1. Results of JOT Program

a. In a relatively short period of time the JOT Program has achieved remarkable results. It has provided the Agency with more than 182 career employees of extraordinary talent and leadership potential with still more in process of recruitment, selection and training. It has not only demonstrated the feasibility of planned career development but has identified the factors that make it practicable. The principal factors which have contributed to the success of the Program are:

(1) Recruitment against clearly defined standards and selection by a screening process which includes an assessment of attributes essential for intelligence work. Experience with the JOT Program has shown that trainees, in addition to their outstanding intellectual capacity, possess personal characteristics which have earned the respect of their colleagues and supervisors. In this

respect, it is quite apparent that the OIR has done a remarkable job in the pre-employment testing and subsequent assessment of these individuals.

(2) Training in essential fundamentals before assignment and ultimate placement determined by background, character, temperament, aptitude and demonstrated performance. Many trainees found their "niche" on the first job assignment; others tried two or even three before finding the assignment that satisfied both desire and ability. All subscribed to the advantages of indoctrination by formal training.

(3) Mobility during the training period. Because they are carried on the T/O of OIR, trainees can be rotated from one on-the-job training assignment to another or back to a formal training course. This permits broader training by experience in selected assignments or the quick withdrawal of a trainee who has been given an inappropriate assignment.

(4) Counseling and guidance. The results of careful observation and evaluation during the training period form the background for frequent consultations in which the trainee is made aware of his deficiencies and is aided in their correction. The advice and guidance of an interested but impartial counselor is invaluable. It is a significant factor in arriving at the best placement for the trainee and contributes effectively to his morale by demonstrating that the Agency is interested in him as a person as well as an employee.

(5) Demonstration of a practical means of recruitment. Some positions in the Agency require specialized talents which cannot

be developed within the framework of a training program of manageable size. Recruitment against several levels of standards could supply most of the Agency's professional personnel and relieve the recruiter of much of the pressure of the need to find the right man for a specific position.

b. The JOT Program has given real meaning to Agency Career Service and has put into practice what has previously been theory or fond hope. It has been in existence for less than five years and is still faced with a number of difficult problems. However, it has taken the first concrete steps toward the development of a sound program of planned career development and effective personnel management. The knowledge gained by this experience should now be applied on a broader scale so that the Agency may derive the maximum benefit from the accomplishments of the JOT Program.

## 2. Objectives of the JOT Program

a. While the purpose and objectives of the JOT Program have never been clearly defined, it can be stated in general terms that it is designed to provide capable, experienced Intelligence Officers to meet the Agency's future needs in senior positions. The very high standards of acceptability were established deliberately to ensure that the candidates had the capacity for performance at a high executive level. The Program also incorporated the means to provide every opportunity for the thorough development of the talents and skills required of the individuals who will be the Agency's future leaders. The Program

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has not yet reached its ultimate objective but its accomplishments prove that it is pointed in the right direction.

b. Other efforts have been made to develop a career program in the Agency but they have met with little success. The Career Service Program has made a limited contribution in the form of more uniform policies for promotion and assignment but this mechanism has been completely ineffectual in career development. The purpose of the Career Staff remains unclear and thus far has only succeeded in identifying those employees who have expressed a willingness to accept permanent employment with the Agency. The Junior Career Development Program sponsored by the Office of Personnel has been unsuccessful and is inadequate in that it requires the employee to produce the plan for the development of his own career.

c. The objectives of the JOT Program are sound and attainable. They are limited in that they have been aimed at filling only about 10 per cent of the Agency's future needs and 15 or more years will be required before current trainees can be expected to attain executive positions. Lower level and more immediate needs are just as vital. The JOT Program should include in its objectives the supplying of all the Agency's needs in the professional categories with the exception of only a very limited number of unique specialists having qualifications which cannot be developed within the limitations of a practical program. To accomplish these objectives, the JOT Program will have to be expanded and somewhat modified. This should be done slowly and in two distinct phases.

3. Phase I

a. Before any new plan is adopted, the Agency's personnel needs must be more clearly defined. Assuming that the Agency maintains its present level of employment the principal need will be to provide for the loss of professional personnel by attrition. Based on statistics furnished by the Office of Personnel, the current rate of attrition in all professional categories (grades GS-7 through GS-13) averages 720 per year. Losses in the "middle management" echelon in grades GS-13, 14 and 15 averages 85 per year. This includes the senior analysts, senior case officers, section and branch chiefs, and senior staff officers. The greatest losses occur in the subordinate categories of grades GS-12 and below where the current rate averages 636 per year. This establishes the level at which recruitment must be accomplished. The attrition rates used here are based on actual separation experience and will serve as a guide for immediate purposes. No forecast has been attempted based on an analysis of age groups which may affect future attrition rates.

b. To expand the Program so that it may supply all the needs, the base of recruitment must be broadened. The present recruitment standards for top level personnel should not be changed but additional lower levels established which would be designed to provide the individuals best equipped to fill the middle and lower categories. This would not increase the work load for recruiters but should make their job easier. Many of their candidates who do not make the grade for the top level are more than adequate for the lower levels.

It is recommended that:

The Director of Training and the Director of Personnel jointly develop tentative forecasts of the professional personnel needs of each of the three major Agency components and that this forecast be used insofar as possible to govern the future recruitment of JOT candidates for an expanded career development program.

c. The present T/O for the JOT Program consists of 100 position vacancies all of which are now filled or encumbered. In addition to approving this personnel ceiling for the Program, the DDCI has authorized the temporary double slotting of JOT graduates to permit their permanent assignment to operating components as soon as their training period has been completed. Under the expansion envisaged in Phase I, the T/O now authorized the JOT Program should be enlarged by 100 positions to accommodate the increased number of trainees, with a continuance of the double slotting authorization. This new T/O authorization should be reviewed at the end of six months to determine its adequacy with relation to the recruiting rate obtained on the expanded basis.

It is recommended that:

The Director or Deputy Director authorize an increase to 200 positions of the 100 position T/O now authorized the JOT Program to accommodate the increased number of trainees, and that the current arrangement for the temporary double slotting of career graduates be continued.

d. The process of psychological assessment and counseling should be applied to all recruits entering on duty under this program. This will not only serve to guide the training and initial assignment of the trainee but will aid in his evaluation for future actions. To

absorb the added work load the T/O of the Assessment and Evaluation Branch, OER, should be increased by two professional and one clerical positions. The increased counseling and guidance services caused by the expansion will require three more professional and two additional clerical positions in the JOT Division. The T/O should be increased accordingly and the professional positions should be filled if possible by individuals selected, one each from ID/I, ID/S, and ID/P to provide more intimate knowledge of those components.

It is recommended that:

1. The present T/O of the JOT Division in OER be increased by five positions, three individuals of professional grade to be selected from the offices of the ID/S, ID/P and ID/I on the basis of their experience and knowledge of these components and the remaining two to provide necessary clerical support; and

2. The present T/O of the Assessment and Evaluation Branch of OER be increased by two professional and one clerical positions to absorb the added work load.

- a. The present method of placement should be continued. It has all the merits of a sane, humane system of suitable assignment based on a consideration of all determinable factors of background, aptitude, temperament and ability and its application to all new employees will materially reduce the number of separations caused by misassignment. As a matter of sound principle, the matching of personnel to positions is a function of the Office of Personnel but that office has not demonstrated an adequate competence in this respect. It is anticipated that wider use of the method of assignment developed by the JOT Program will eventually put an end to the deplorable practice of "shopping" personnel folders as a substitute for effective placement.

f. The lack of success of the Junior Career Development Program appears to warrant its termination. Personnel already on duty who have not had the advantages of the JOT Program should be given equal opportunity to develop their careers. In fact, they should be given preference over new recruits. The Junior Career Development Program should be abolished and its career development mission absorbed by the expanded JOT Program.

It is recommended that:

The Junior Career Development Program be terminated and its career development mission absorbed by the expanded JOT Program.

g. Under the broadened concept of the functions of the JOT Program, the name is no longer appropriate. The Program now applies to all professional personnel, whether junior or senior, and takes on the aspects of a realistic career development and personnel management program. It should be renamed the Career Management Program and the new name adopted by the JOT Division in OTR.

It is recommended that:

The present JOT Program be renamed the Agency "Career Management Program" and the new name be adopted by the present JOT Division in OTR.

#### 4. Phase II

a. When the first phase has been in effect long enough to make the necessary adjustments and OTR has, by experiment and experience, implemented and tested its provisions, the second phase should be initiated. Ideally this should involve the merger of the Office of Training and the Office of Personnel into a single component under

the command of a Director for Personnel and Training since the functions of recruitment, training and ultimate placement on the basis of performance and aptitudes are inseparable when viewed in the light of an effective career management program. Their consolidation under a centralized control will permit better coordination and provide the Agency with an improved personnel management program. However, such consolidation should be subject to an appraisal by the Inspector General of the success attained by the OTR during Phase I.

b. At the present time, the Office of Personnel is responsible for recruiting candidates for the JOF Program under the guidance of the Office of Training and according to the standards it has established. The preliminary testing and screening is performed by the Office of Personnel but the direction is supplied by OTR. The administrative details of clearance and entrance on duty are attended to by the Office of Personnel but the assessment and initial determinations of aptitudes are conducted by OTR. The training courses are developed and administered by OTR and the evaluation of the trainee's performance is included. Counseling and guidance is normally an Office of Personnel function but for the JOF Program the responsibility has been relinquished to OTR. The privilege has been given to OTR to make assignments on a trial basis for the purposes of the JOF Program only. All other assignments are handled by Personnel. The performance of these interrelated functions by two separate offices is inefficient and would become impractical with the added responsibilities of the expanded career development program as developed in Phase I.

c. The consolidated Office of Personnel and Training will require a high degree of administrative skill and its director should be provided with two assistant directors, one for Personnel and another for Training. Within this component the Career Management Division should be elevated to operating division status and assigned complete responsibility for the Career Development Program including recruitment, assessment and evaluation, consultation and guidance, and placement of all career personnel. It should be responsible also for initiating a program for conducting the advanced stages of career development.

It is recommended that:

Subject to a reappraisal of the effectiveness of Phase I by the Inspector General, further expansion of the Career Management Program be considered as follows:

1. Consolidation of the Office of Training and the Office of Personnel into one central Office of Personnel and Training to be headed by one director with deputies for its two principal functions.

2. The creation of a Career Management Division in the new office to assume responsibility for all aspects of the Agency's career management function including recruitment, psychological assessment and evaluation, consultation and guidance, placement and subsequent career development.

d. Since it is contemplated that this new and expanded program will ultimately provide professional personnel in fulfillment of a majority of the Agency's needs, it follows logically that there should be some relationship between its authorized T/O and the Agency's attrition rate for professional personnel. Determination of this rate will depend on such factors as the rate of recruitment, Agency T/O

ceilings, and fluctuation in the Agency's attrition rate. However, it is believed that initially, the T/O for the Career Management Program should equal 50 per cent of the Agency average annual rate of attrition for professional personnel with the expectation that it can be increased as the enlightened concepts inherent in the program exert their effects on the Agency's over-all attrition.